DOCUMENT RESUME

ED 252 516 SP 025 706

AUTHOR Watchke, Gary
TITLE Blueprints for Educational Reform. Informational Bulletin 83-IB-1. December 1983.
INSTITUTION Wisconsin State Legislative Reference Bureau, Madison.
PUB DATE Dec 83
NOTE 36p.
PUB TYPE Reports - Descriptive (141) -- Legal/Legislative/Regulatory Materials (090)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Comparative Analysis; Educational Change; *Educational Improvement; Elementary Secondary Education; Government Role; *Research Reports; *State Action; State Legislation; State Standards
IDENTIFIERS Action for Excellence; Educating Americans for the 21st Century; *Excellence in Education; High School A Report on Secondary Educ in America; Making the Grade; Nation at Risk (A); Place Called School (A); *Wisconsin

ABSTRACT

Summaries are presented of recent study reports on the current status of education in the United States: (1) "A Nation at Risk" (National Commission on Excellence in Education); (2) "Action for Excellence" (Education Commission of the States); (3) "Educating Americans for the 21st Century" (Commission on Precollege Education in Mathematics, Science and Technlogy); (4) "High School: A Report on Secondary Education in America" (Carnegie Foundation for Advancement of Teaching); (5) "Making the Grade" (Twentieth Century Fund Task Force on Federal and Elementary and Secondary Education Policy); (6) "A Place Called School: Prospects for the Future" (John Goodlad); and (7) "The Troubled Crusade" (Diane Ravitch). Comparisons of the recommendations made in these studies are presented. The structure of education in the state of Wisconsin is described, and state mandates on educational standards are outlined. The response of the Wisconsin State Board of Education to recommendations of the various reports on education are discussed. (JD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED252516

The State of Wisconsin

LEGISLATIVE REFERENCE BUREAU
201 North, State Capitol
Madison, Wisconsin 53702

Telephone Area Code 608
Reference: 266-0341
Bill Drafting: 266-3561

Dr. H. Rupert Theobald, Chief

BLUEPRINTS FOR EDUCATIONAL REFORM

Informational Bulletin 83-IB-1

December 1983

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

T. Johnston

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

SCOPE OF INTEREST NOTICE

The Eric Facility has assigned this document for proccesing to: SP

In our judgment, this document is also of interest to the Clearinghouses noted to the right. Indexing should refect their special points of view EA

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

SP 025 706

BLUEPRINTS FOR EDUCATIONAL REFORM

Table of Contents

		Page
I.	INTRODUCTION	1
II.	A SUMMARY OF SEVERAL REPORTS	1
	A. A Nation at Risk	1
	B. Action for Excellence	3
	C. Educating Americans for the 21st Century	5
	D. High School: A Report on Secondary Education in America	7
	E. Making the Grade	9
	F. A Place Called School: Prospects for the Future	11
	G. The Troubled Crusade	13
III.	COMPARISON OF RECENT EDUCATION STUDIES (table)	15
IV.	WISCONSIN'S ELEMENTARY AND SECONDARY EDUCATIONAL SYSTEM	19
	A. Structure of Education in Wisconsin	19
	B. State Mandates	20
	Curriculum	20
	Compulsory school attendance	20
	Teacher licenses and certification requirements	20
	Optional pupil minimum competency	21
	Length of school year	21
	School district standards	21
	Bilingual-bicultural education requirements	22
V.	WISCONSIN'S RESPONSE TO THE VARIOUS REPORTS	22
	A. Initiative of the State Superintendent of Public Instruction	22
	B. Comments by Governor Earl	24
	C. Legislation	24
	D. Miscellaneous Comments and Reports	25
	Joint Council on College Preparation	25
	Conference on Perspectives on Elementary Education for a New Era	26
	University of Wisconsin Task Force on Teacher Education	26
VI.	CONCLUSION	27

BLUEPRINTS FOR EDUCATIONAL REFORM

I. Introduction

Once again education has surfaced to become a nationwide topic of concern, conversation, conflict and study. Not since the Sputnik crash programs in the 1950s and the Great Society educational legislation in the 1960s, has education been given as much public attention as in recent months.

"Mediocrity" has become the catchword for many persons and groups examining our educational system. Studies have shown that some teachers do not teach subjects adequately, students are not learning, test scores have been steadily dropping, high school dropout rates are high, colleges and universities are obliged to offer many remedial classes, textbooks have been simplified and course content has been reduced.

In addition, *equality* for all has taken precedence over *quality* in education, and the needs of the special student have reduced the emphasis on the needs of the average student.

As a recent *Chicago Tribune* editorial summed up the situation, the decline in our schools must be reversed as a matter of political, social and economic urgency. "The effort will require political fervor, professional expertise, a clarification of national goals for the schools, passionate hard work — and perhaps more tax money".

Awakening to the problem, the Nation is beginning to take steps to reverse this downward trend. Various task forces and study commissions were established to find out what is wrong with our schools and to provide recommendations for improvement. They are suggesting a variety of changes, including strengthening the core curriculum, increasing salaries and training availability for teachers, instituting a longer school day and year, developing more rigorous standards for measuring both student and teacher, and focusing more attention on improving the quality of education in our country by all levels of government.

This bulletin reviews several of the recent study reports that have been issued by these prestigious commissions or task forces and notes what is happening in Wisconsin relative to improving the quality of education in our public schools.

II. A Summary of Several Reports

A. A NATION AT RISK

In April 1983, after 18 months of study, the National Commission on Excellence in Education released its report, *A Nation at Risk*. It has become one of the most widely publicized studies of education in recent history.

The bipartisan federal commission, appointed by Secretary of Education T.H. Bell in August 1981, was asked to examine the quality of education in the United States and to report its findings to the Nation. The subjects of inquiry were to include the assessment of the quality of teachers and of learning, a comparison of our schools with those of other advanced nations, and an identification of problems which must be faced and overcome if we are to pursue a path of excellence in education.

The commission's report defined the risk that our nation faces, enumerated a series of shortcomings in our educational system, and advocated a series of recommendations to alleviate or remedy those failures or shortcomings.

Prepared by Gary Watchke, Senior Research Analyst.

The Risk

The commission believes our nation is at risk because foreign competitors are overtaking our once unchallenged lead in science, industry, technology and commerce. "The people of the United States need to know that individuals in our society who do not possess the levels of skill, literacy, and training essential to this new era [that is, an information technology age] will be effectively disenfranchised, not simply from the material rewards that accompany competent performance, but also from the chance to participate fully in our national life".

The commission concluded most emphatically that inattention to or careless disregard of our schools and their students puts the very well-being of the Nation at risk.

Findings and Recommendations

The panel broke down its findings and recommendations into the following broad subject areas.

Content: Findings — The curriculum — the very "stuff" of education — was found by the commission to be "homogenized, diluted, and diffused to the point that they [the courses] no longer have a central purpose". The panel criticized track courses that offer a "cafeteria style curriculum in which the appetizers and desserts can easily be mistaken for the main courses".

The migration of students from vocational and college preparatory courses to "general track courses" caused considerable concern to the commission. The proportion of students making this so-called "migration" has increased from 12% in 1964 to 42% in 1979.

Recommendations — To combat the obvious curriculum weaknesses, the commission recommends that graduation requirements be strengthened by requiring 4 years of English, 3 years of math, 3 years of science, 3 years of social studies and one-half year of computer science. In addition to these 5 new basics, the panel recommended that college-bound students also have 2 years of a foreign language.

Expectations: Findings — The panel believes that schools expect too little from their students. Evidence of the low expectations includes: 1) The amount of homework has decreased; 2) Only 8 states require high schools to offer foreign languages, 35 states require 1 year of math, and 36 states require only 1 year of science; 3) Minimum competency examinations fall short of what is necessary; and 4) One-fifth of all 4-year public colleges in the U.S. must accept all graduates of high schools in their state, regardless of the courses they have taken or the grades they have earned.

Recommendations — The commission recommends that all schools adopt more rigorous and measurable standards, both for academic performance and student conduct, and that 4-year colleges raise their academic requirements for admission.

Time: Findings — The commission found that American students spend much less time studying than foreign students, time spent at home and in the classroom is used inefficiently, and, moreover, schools are not teaching students proper study skills to make more efficient use of their time.

Recommendations — The panel recommended that more time be devoted to learning the "new basics". These include more homework, developing better study habits, longer school days and school year, better classroom management and improved attendance policies.

Teaching: Findings — The commission found that few highly qualified students are entering the teaching profession, that teacher preparation curricula need overhauling, and that a serious shortage of teachers still exists in several key subject areas such as mathematics, science and foreign languages.

Recommendations — The panel recommended 7 different steps to improve the preparation of teachers, ranging from requiring students entering the teacher field to meet higher education standards to increasing salaries and increasing the use of nonteaching school personnel.

The final recommendations of the commission urge citizens throughout the Nation to hold educators and elected officials responsible for providing leadership necessary to achieve these goals and to provide the necessary fiscal support and stability to implement them successfully.

The commission concluded its report with "A Final Word", a plea that all students, teachers, school boards, governments, labor councils and the like become involved and take responsibility for educational reform in the Nation or risk perpetual mediocrity in our schools.

B. ACTION FOR EXCELLENCE

Action for Excellence, a project of the Education Commission of the States, was issued in June 1983 by the Task Force on Education for Economic Growth. Headed by Governor James Hunt of North Carolina, the task force was composed of governors, corporate leaders and other prominent figures.

In its report, the task force declared that an emergency exists in our educational system and that the poor quality of our American public schools is threatening the economic and social well-being of our nation.

The action plan developed by the task force emphasized the need for urgency, the need for action by state and local governments rather than the federal government, and the creation of new alliances among educators, public officials, labor and business. The primary purpose of the task force was to "link education to the economic well-being of our individual states and to our nation as a whole".

The report is divided into several key sections: the challenge, the problem, and the response.

The Challenge

The task force asserted that the advancement of technology will affect job opportunities and job requirements, and will create an upward mobility in jobs. The new jobs will be those which require the creative use of technology. Therefore, it is essential that the graduate, who will probably be forced to change jobs during the course of his career, have the ability and the educational background and training to learn and acquire the new skills needed.

The task force emphasized the need to upgrade the common definition of basic skills so that the student — the potential worker — is equipped to cope with tomorrow's technologically sophisticated workplace. An even greater challenge is to mobilize our educational system to teach those new skills effectively to the students. Perhaps the greatest challenge facing us as we educate for economic growth, according to the task force, is to "generate in our country such a high 'average level of capability': a level high enough to keep us capable of competing intellectually — and thus capable of competing economically — in the future".

The Problem

Student Weaknesses — The task force cited the National Assessment of Educational Progress, which periodically surveys the skills of high school students, to illustrate the following: 1) 13% of our 17-year-old students could not perform reading tasks at a minimal competency level, 2) 28% of the students could not answer simple questions of comprehension, 3) 53% could not write a letter correcting a billing error, and 4) only 5% could write a persuasive statement.

All students in the Soviet Union complete 4 years of chemistry, while in the United States only 38% of our students take a one-year course in chemistry. In Japan, approximately 95% of the young people graduate from high school, compared to 74% in the U.S. In most other industrialized countries, the school days are longer, the exposure to core academic subjects is greater, and the time spend on academic work exceeds that in U.S. schools.

Teacher Gap — A lack of qualified teachers in critical subjects is apparent. Twenty-six percent of all teaching positions in mathematics, for example, are filled by teachers not really qualified.

Nearly every state in the Union reported a shortage of secondary mathematics and physics teachers. Fifty-one percent of elementary school teachers reported that they had received no training in science.

Teachers' salaries are very low. The task force cited, for example, that in Maryland a liquor store clerk with a high school education earns more money that a school teacher with a degree in education.

No state has a system for rewarding superior teachers, and very few states provide opportunity for meaningful, in-service training.

Lack of Clear Goals — The panel concluded that the greatest overall educational deficiency in our nation, however, is one that is not easily measured. "This deficiency is our absence of clear, compelling and widely agreed-upon goals for improving educational performance".

This task force, like several other study groups, claimed that we have expected too little educational quality from our students and, hence, we have received too little.

The Response

The panel's response to the problems came in the form of an Action Plan on Education for Economic Growth. The following list is comprised of the task force's recommendations for making changes in our educational system together with specific examples of how these recommendations may be implemented by state legislatures.

1. Develop plans for improving education in the public schools for grades K-12.
   a. Help develop a state plan of education.
   b. Study education needs.
   c. Hold public hearings.
   d. Provide appropriate funding for the plan's implementation.
2. Create broader and more effective partnerships (that is, involvement of business, labor and others in the education process) for improving education in the states and communities of the nation.
   a. Develop fiscal incentives for partnerships.
   b. Fund challenge grants to help support long-range development of education and the economy.
   c. Set up reciprocal programs that let teachers intern in private companies and allow business people to serve in the schools.
   d. Review state laws and regulations to remove obstacles to partnerships.
3. Marshal the resources which are essential for improving the public schools.
   a. Consider the requirements of education for economic growth in allocating resources.
   b. Define and fund educational research and development in critical areas.
4. Express a new and higher regard for teachers and for the profession of teaching.
   a. Review current statutes regarding the teaching profession.
   b. Provide grants, scholarships and loan-forgiveness programs for teachers who train in critical areas.
   c. Offer incentives for school boards to consider special rewards for outstanding teachers and administrators.
5. Make the academic experience more intense and more productive.
   a. Review the statutes and budget process that affect curriculum and the length of the school year and make changes deemed appropriate.
   b. Charge the department of public instruction and school districts with developing programs that reward student achievement.
   c. Consider matching funding for laboratory equipment and materials.
   d. Establish programs that let high school students take college courses in science, mathematics, economics or communications.
6. Provide quality assurance in education.

a. Study issues of accreditation and rewards for outstanding teachers.
b. Fund curriculum development and testing in critical areas like science, mathematics, writing and problem solving.
c. Assure that fundamental issues of performance and quality are adequately addressed.

7. Improve leadership and management in the schools.
   a. Provide a setting (through budget action, the delegation of authority or other legislative action) in which the management of instruction can be assessed and changed as necessary.
8. Serve better those students who are at present unserved or underserved.
   a. Evaluate current programs for students with special needs.
   b. Provide incentives to women and minorities to participate in fields where they presently are underrepresented.
   c. Support the broad and equitable distribution of educational resources so that no child is denied the chance to become a productive member of society.

Conclusion

The task force expressed optimism in responding to the question: Can we succeed? In an era of pessimism in America, it gave the task force pleasure to answer that question in the affirmative. Its optimism was based on our Nation's varied and impressive assets, our democratic ideals and our desire for social equality and justice. The civil rights reforms and social legislation of the 1960s — notably the federal Elementary and Secondary Education Act — were mentioned as a signal of our national commitment to provide educational equality.

The report concluded with hopeful signs found by the task force in many states across the Nation: the launching of school improvement programs, competency testing and assessment programs for teachers and students, development of innovative institutions for educational enrichment, and the raising of standards and requirements for entry into teacher-training programs.

C. EDUCATING AMERICANS FOR THE 21ST CENTURY

The Commission on Precollege Education in Mathematics, Science and Technology, cochaired by William T. Coleman, Jr. and Cecily Cannan Selby, was established by the National Science Board in April 1982 to provide specific solutions to problems that exist in the teaching of mathematics, science and technology. Its report, *Educating Americans for the 21st Century*, was issued in September 1983.

The commission delivered a wide-ranging action plan to bring American education up to the level of excellence worthy of a nation that is a world leader.

According to the goals of the commission adopted at its first meeting, ".... the recommendations are intended not only to increase opportunities for outstanding students in these fields [that is, mathematics, science and technology], but also to enrich the educational experiences of the entire range of American students....".

Problems in Education Today

The commission contends that alarming numbers of students are graduating from our schools without being prepared to function in our increasingly technological society. The reasons for this deficiency are obvious. Students in our schools are learning less math, science and technology. Fewer students are taking these courses, and achievement scores of 17-year olds have dropped dramatically during the past 10 years. Twenty-five percent of our students are not even graduating from high school.

Other problems cited by the commission include the following:

1. Only a small percentage of American students take 3 years of mathematics or science compared to almost 100% in many foreign countries.

2. A severe shortage of qualified mathematics and science teachers exists in many parts of our country.

3. Recent SAT (Student Aptitude Test) scores have indicated a decline in the academic potential of students planning to enter the teaching field.

Recommendations

Since the major emphasis of the commission's work was on developing an action plan providing solutions to the shortcomings in our educational program, the bulk of the report is comprised of recommendations and specific solutions. These recommendations include:

Leadership — All levels of government must develop goals, assume leadership and be committed to establishing a new standard of excellence. Examples of this leadership are:

a. The President should appoint a National Education Council to oversee the entire educational action plan.

b. Each state should establish a Governor's Council to provide leadership at the state level.

c. Local school districts are urged to develop partnerships with business, government and others to encourage action and gain support in solving school financial problems.

d. The federal government should finance and maintain a national measuring service that provides for evaluation and comparison of education progress throughout the nation.

Focus on the Students — The commission recommends that the educational system provide opportunities and higher standards of excellence for all students — not just an elite.

Models for Change — The commission recommended the establishment of 1,000 elementary and 1,000 secondary "magnet" schools throughout the country where superior science and mathematics teaching would set community standards.

Teacher Dilemma

a. State governments should develop teacher training and retraining programs in cooperation with colleges and universities.

b. States should adopt stringent certification standards for new mathematics and science teachers.

c. The federal government should be responsible for the funding of in-service and summer training and retraining sessions for mathematics and science teachers.

d. All states should develop at least one regional training and resource center where teachers can obtain supporting services.

e. The National Science Foundation should provide seed money to develop new training programs.

f. Schools should solicit support from the staffs of industry, universities and government agencies for additional qualified teaching assistance.

g. Compensation for mathematics, science and technology teachers should be increased in order to attract and keep qualified personnel.

Strengthening the Curriculum

a. All high school students should be required to take 3 years of mathematics and at least 3 years of science and technology including one semester of computer science.

b. The National Science Foundation should take the leadership role in promoting curriculum evaluation and development in the fields of mathematics, science and technology.

c. More time should be devoted to mathematics, science and technology instruction at grade levels. This will necessitate a longer school day and a longer school week or school year, or both.

Finance — Although the commission does not recommend that the federal government supply *all* necessary new funds, the commission does recommend substantial amounts of financing for specified programs. The President should immediately establish a Council on Educational Financing to implement the commission's various recommendations. The council would be

responsible for determining which level of government should assume what responsibility and what type of revenue measures are needed to raise the necessary monies.

D. HIGH SCHOOL: A REPORT ON SECONDARY EDUCATION IN AMERICA

In September 1983 the Carnegie Foundation for the Advancement of Teaching released *High School: A Report on Secondary Education in America.* The report was the result of a study by a number of distinguished educators and other participants, and was completed under the direction of Carnegie President Ernest L. Boyer, former U.S. Commissioner of Education. The study involved the examination of 15 representative high schools. One of the schools, although not mentioned in the study, was Milwaukee Juneau High School. The report was somewhat more optimistic about the current state of our nation's schools than several of the other recent task forces on education had been.

It specifically rejected the term "mediocrity", the label that was pinned on the schools by the National Commission on Excellence in Education. The Carnegie report claims that in recent years we have seen a rise in test scores and that high schools have been tightening their curricula. College admission standards have also been raised. The report rejected the suggestion that the school year be extended.

Nevertheless, the task force acknowledged that the high schools are "surviving, but not thriving", and came up with its own 12-point "Agenda for Action" to remedy some of the problems still facing our secondary schools.

Clarifying Goals

After visiting numerous schools across the nation, the panel reached the conclusion that high schools lack a "clear and vital mission". The panel recommended that all schools adopt clearly stated goals that are accepted by a majority of the staff and administration.

School goals should include a mastery of language, a core of common learning, a focus on preparation for work and higher education, and a fulfillment of the student's social and civic obligations through school and community interests.

The Centrality of Language

The task force stated that rather than granting mathematics and science courses top priority, teachers should emphasize English as the "first and most essential goal of education". This includes the development of the "capacity to think critically and communicate effectively through the written and spoken word".

The Core Curriculum

All students should be required to take a program of required courses. The courses recommended by the task force, in addition to the basic ones such as mathematics, science, and English, include foreign languages, health, history, and technology.

The impact of this core curriculum would be to expand the number of required courses from one-half to two-thirds of the total units required for graduation. The panel stated that "the content of the core curriculum must extend beyond the specialties and focus on more transcendent issues, moving from courses to coherence".

Transition: To Work and Learning

The schooling in high school should prepare all students to move with confidence from school to work or from school to higher education.

The task force denounced the track system whereby students are grouped by abilities. "Putting students into boxes can no longer be defended".

Instead of tracking the students, the report proposed that the schools should offer for all students one track which combines a core curriculum with a pattern of electives, thereby keeping the option open for either vocational or higher academic education.

The task force emphasized the need to expand guidance services and to provide for a referral service to community agencies for those students needing additional assistance.

Another suggestion was to develop a new Student Achievement and Advisement Test (SAAT) to eventually replace the SAT. The task force stated that the SAT "does not measure aptitude, nor is it directly linked to the curriculum in the schools".

Service: The New Carnegie Unit

The report also made recommendations for adding a new "Carnegie unit". A Carnegie unit is the measure of time spent in class — academic contact time. For example, a total of 120 hours in one subject — meeting 4 or 5 times a week for 40 to 60 minutes a day and 36 to 40 weeks each year — earns for the student one "unit" of high school credit. The new unit proposed by the task force emphasizes time spent in service rather than in the classroom. The general purpose of the service unit would be to allow the student to expand his or her horizons beyond the school to the community and world surrounding it. According to the task force, the service unit would work as follows:

> "....During each of their four high school years, students would do volunteer work in or out of the school. They could tutor younger students; volunteer in the school cafeteria, office, audio-visual center; or maintain sports equipment and playing areas. They might also move beyond the school to libraries, parks, hospitals, museums, local government, nursing homes, day-care centers, synagogues, or churches".

Teachers: Renewing the Profession

The report states that in many cases the teacher's world "can be frustrating, frequently demeaning and sometimes dangerous". These factors are the prime cause of "teacher burn out". To improve conditions for the teacher, the task force made numerous recommendations, including the following.

1. Teachers should have a daily level of 4 regular class sessions, in addition to being responsible for one period daily for working with students in small groups.
2. A minimum of 60 minutes each day should be allowed for class preparation and record keeping.
3. Teachers should be exempt from monitoring halls.
4. A Teacher Excellence Fund should be established.
5. Quality teachers should be given adequate recognition and rewards.
6. Teacher salaries should be increased.

In addition, the task force recommended that a number of steps be taken to improve the schooling of teachers including: 1) teachers should complete a core of common learning, 2) teacher candidates should be carefully selected, and 3) there should be a fifth year of education for teaching of selected courses.

Instruction: A Time for Learning

In order to improve the instruction in the schools, the task force made the following recommendations.

1. Teachers should vary their teaching styles and methods.
2. Teachers must give students clear and challenging standards and demand accountability.
3. In addition to textbooks, emphasis should be directed to the use of primary source materials.
4. Teachers should be given more freedom and latitude in selecting materials relevant to their subjects.

Technology: Extending the Teacher's Reach

The world of computers is here, and today's student will have to acquire sufficient technological knowledge and skills to function in the computer age. Before schools plunge headlong into the computer education field, however, the task force suggested a few initial steps that should be considered.

1. An evaluation of computer hardware should be made and the results distributed to all schools.
2. Federal funds should be used to educate teachers about the use of computers so that they, in turn, may instruct their students more effectively.
3. Students should learn the "social importance of technology of which the computer is a part". Furthermore, students should learn *about* computers, *with* computers and *from* computers.
4. Computer companies should provide technology seminars for teachers to keep them up-to-date on the uses of computers.

Flexibility: Patterns to fit Purpose

To facilitate the varied types of schooling for students, the task force recommends that: a) school class schedules be more flexible, allowing large blocks of instructional time, b) small high schools use mobile classrooms or part-time professionals, c) large high schools create "schools-within-schools" to establish a better social setting for students, and d) additional funds and time be made available for the talented and gifted child as well as for the slower student needing remedial instruction.

The Principal as Leader

Since principals are a key link in providing an effective and efficient atmosphere for learning in the schools, the task force recommended that principals should be well prepared and properly licensed and be given more control over the selection and rewarding of good teachers. In addition, a network of Academies for Principals should be developed to allow principals to keep abreast of new developments in their fields.

Strengthening Connections

Since high schools do not exist in a vacuum, the task force recommended that relationships between high schools and colleges and between high schools and businesses be improved. More specifically, the task force recommended creation of a School-College Coordination Panel in all the states to provide a smoother transition from high school to college. The report also stated that a "university in the school" program be established to permit top students to accelerate their academic programs.

Businesses are encouraged to provide staff, funding, and technical skills for those students who would benefit.

Excellence: The Public Commitment

The last section of the report was addressed to parents, governmental officials, community groups and others. The task force urged parents to become more involved in their children's schools by attending school meetings and school board meetings. A network of community coalitions — "Citizens for Public Schools" — should be created across the Nation to provide leadership in advocating more support for public education. State and local governments are urged to provide additional revenue to upgrade the quality of teachers, the facilities and the equipment that students use in their classrooms.

The report concluded with the "conviction that the promise of public education can be fulfilled and that, as a nation, we will meet the challenge".

E. MAKING THE GRADE

Making the Grade was issued by the Twentieth Century Fund Task Force on Federal Elementary and Secondary Education Policy in May 1983. The task force was headed by Robert Wood, former

secretary of the Department of Housing and Urban Development. The study was financed by the Twentieth Century Fund, an independent research foundation that undertakes various policy studies.

Like numerous other task forces and study groups, the Twentieth Century Fund Task Force found our nation's schools in difficulty and on a dangerous road to mediocrity. In such areas as teacher competency, test scores, school management, and discipline, educational efforts were found to fall far short of expectations.

The panel emphasized the need for a *national* commitment to assure that our public school students acquire the minimal level of competency in such basic skills as reading, writing, calculating, computer literacy, foreign languages, and civics. In other words, the students should acquire the basic skills to function in a democratic society.

Federal Government Involvement

Although the panel recognized the importance of local and state governments in education, the task force called for the *federal* government to take the lead in improving our nation's schools. The federal government, according to the report, "is charged with providing for the security and well-being of our democratic society, which rest largely on a strong and competent system of public education".

The role of the federal government should complement local control and serve as a "firm but gentle goad" to strike a balance between quality and equality in our schools.

The panel specifically called upon the executive and legislative branches of the federal government to emphasize the need for better schools and a better education for all young Americans.

The following proposals or recommendations reflect the panel's views on what the *federal* role in education should be to further the quality as well as the equality of education in our nations' schools.

Quality of Teachers

Teacher quality is suffering nationwide, but most seriously among teachers who teach mathematics and science. The task force, recognizing the critical importance of this deficiency in our schools, proposed the establishment of a national *Master Teachers Program*, funded by the federal government, to recognize and reward teaching excellence. The rewards, received by the best teachers in each state, would include an annual monetary grant above that of the ceiling for teacher salaries for a period of 5 years. The first year of the 5-year period would be used for professional improvement with the remaining 4 years spent on teaching and helping other teachers. The panel suggested that one award per congressional district would be appropriate.

A dissenting opinion by one of the task force members suggested replacing the master teachers' program with a salary structure that reflects competency and that would aid in the recruitment of teachers in short supply.

To assist in recruiting mathematics and science teachers, the task force, in addition to supporting the giving of federal scholarships, recommended that federal loans be granted to those students with exceptional skills. Those students who complete their educational programs might be forgiven up to 10% of their loans for every year of classroom teaching up to a maximum of 5 years.

Priority of Courses

The task force proposed two major objectives — the emphasis on teaching English and the emphasis on teaching science and mathematics.

The task force recommended that the federal government make the *development of literacy in the English language* as the most important objective of elementary and secondary education in the United States.

The task force recommended that federal monies now going to bilingual programs be used to teach non-English-speaking children how to speak, read and write English.

The panel also stated that the opportunity to acquire proficiency in a second language is desirable but should be a long-term goal.

Today's students are facing a shortage of quality science and mathematics teachers. In order to participate intelligently in political decisions involving such issues as nuclear power and pollution, the student must be educated in science. Therefore, the task force recommended that the *federal* government emphasize programs to develop basic scientific literacy among all citizens and to provide advanced training in science and mathematics for secondary students.

Equality

The task force recognized the needs of special categories of students — handicapped, low income and non-English-speaking students, for example. To alleviate some of the problems and financial difficulties facing these various students, the panel recommended the following:

(1) Support continuing federal efforts to provide special educational programs for the poor and handicapped;

(2) Pay for categorical programs required by the federal government from the federal treasury;

(3) Grant federal assistance to depressed localities that have concentrations of immigrants and/or impoverished groups;

(4) Establish special *federal fellowships* for failing students that would be awarded to school districts to encourage the development of small, individualized programs staffed by certified teachers and run as small-scale academies.

Conclusion

Although the task force recognizes that the primary responsibility for education must reside with state and local governments, the task force proposed a coordinated policy of overall *federal* support for American schools that incorporates quality education, equal access to education and sufficient assistance to those with special needs.

Although the proposals may be costly, the task force believes we should be able to afford the price of a commitment to educational excellence.

F. A PLACE CALLED SCHOOL: PROSPECTS FOR THE FUTURE

A Place Called School: Prospects for the Future is a summary of an 8-year study of public schools in the United States titled *A Study of Schooling*. This study, done under the direction of John I. Goodlad, professor of education and former dean of the Graduate School of Education at the University of California, Los Angeles, involved the work of over 40 researchers, 13 communities and thousands of interviews with parents, teachers, students and others.

The following selected highlights and recommendations in no way summarizes the entire study. To obtain a complete understanding of the in-depth research and findings of the study team, a personal reading of Mr. Goodlad's entire book is necessary.

Problems

The study claims that many of our public school classrooms are filled with talky teachers and uninterested students who have no real educational goals set for them.

Although noting that there is a growing mood for improvement in some of our schools as reflected in improved test scores and attention to curricular and instructional reform, Mr. Goodlad said there is need for cautious realism. "The fact is that we are only beginning to identify the most significant problems, some of which are deeply entrenched and virtually chronic. Sorting them out into a priority and addressing them with some hope of success calls for commitment, ingenuity, and

collaborations beyond anything envisioned". Improving test scores do not mean everything is well or soon will be well in our schools.

American schools are also in trouble because "large numbers of students are leaving school ill-prepared for jobs and effective citizenship, and even many of them who appear to be 'making it' are short-changed".

Goals for Schools

In order to provide school districts and schools with a guiding framework for curriculum planning and teaching, Mr. Goodlad listed the following goals, derived from inquiries made by the study team.

1. Academic Goals
   a. Mastery of basic skills and fundamental processes such as learning to read, write, communicate and to utilize mathematical concepts.
   b. Intellectual development.
2. Vocational Goals
   a. Career education-vocational education.
3. Social, Civic, and Cultural Goals
   a. Interpersonal understandings.
   b. Citizenship participation.
   c. Enculturation.
   d. Moral and ethical character.
4. Personal Goals
   a. Emotional and physical well-being.
   b. Creativity and aesthetic expression.
   c. Self-realization.

In his explanation and expansion of the various goals, Mr. Goodlad noted that we certainly are not without goals for schooling in our country, "but we are lacking an articulation of them and commitment to them".

Recommendations

The majority of Goodlad's book describes and analyzes what schools and schooling are all about. The last two chapters relate to what the author calls an agenda of school improvement. This agenda "goes beyond the listing of topics to include recommendations for both the substance and the process of improvement". A few of his recommendations follow.

1. The states should hold school districts accountable for communicating the state's goals for education, developing a balanced curriculum in each school, hiring qualified teachers and providing sufficient resources for local schools' needs.

2. State officials, including the governor, should be required to articulate a comprehensive set of educational goals for the schools. "Current expectations for schools constitute a hodgepodge, resulting from accumulations of piecemeal legislation".

3. Individual schools must become largely self-directing. The school administrators and teachers "must develop a capacity for effecting renewal and establish mechanisms for doing this". For example, each district superintendent should be responsible for selecting new principals and developing in them, and in present principals, the ability to lead and manage.

4. There is a need for curricular balance. His preference would be to have 18% of a student's program in literature and language (English and other), up to 18% in mathematics and science, up to 15% each in social studies, the arts and vocations, and up to 10% in physical education. The approximately 10% remaining should be for individual choice.

5. The tracking of students into similar ability groups should be abolished.

6. The employment of "head teachers" made up of successful experienced teachers with a doctoral degree should be instituted. These teachers should be given much higher pay than the average pay scales provide. All these teachers would teach some of the time, but they would also serve as role models for other teachers, provide them with in-service assistance and serve as heads of teaching teams.

7. Size of schools should be reduced. Where this is impractical, large ones could be divided into smaller units within the school to prevent or reduce anonymity.

8. School should begin at the age of 4 and a completion certificate be granted at the age of 16. Expenditures will be reduced because public kindergarten would be included in that span of years. Teacher frustration as well as student absenteeism will also be reduced.

9. In regard to the 16-to-20-year old age group, Goodlad proposes a "fourth phase in the education/schooling continuum". ".... it would be a combination of work, study, and service conducted within an educational ethos. Community colleges might well serve as home base, but they would be members of a partnership involving government, business and industry, human service agencies such as health and social welfare, and other kinds of educational institutions".

G. THE TROUBLED CRUSADE

The Troubled Crusade, published in 1983, is basically a historical look at education in the United States from 1945 to 1980. Diane Ravitch, who writes extensively on the subject of education, is an educational historian on the faculty of Teachers College, Columbia University. Mrs. Ravitch examined most of the major issues, controversies and developments in American education since the end of World War II, including the rise and fall of the progressive movement in education, the student rebellion in the 1960s, loyalty investigations in the schools in the 1950s, the increasing involvement of the federal government in education, and such recent developments as bilingual education and extending the rights of the handicapped in our schools.

Unlike the preceding task force reports, the book does not contain a compilation of problems and a corresponding list of recommendations to correct those problems. Rather, it gives us a picture of how we got into the educational dilemma we now are facing. The author also provides insight into the changes and reforms in the past that were most effective or enduring.

A recent *New York Times* article stated that Diane Ravitch's historical review of past reforms that have failed and others that have worked may help to "discourage both a clinging to the status quo and new efforts to seek illusory goals". Mrs. Ravitch was quoted as saying: "The more limited and specific the goal, the more likely was the reform to endure".

In response to criticism that her book does not draw any conclusions nor offer any solutions, Mrs. Ravitch, in an October 13, 1983, *Chicago Tribune* article, commented: "My feeling is, when I write history, I don't write a polemic. I save that for the talk shows when they ask, 'now, what are we going to do about these problems?' I don't think a history should be prescriptive, because it gets dated very quickly. I didn't want it to be my version of events".

In the same *Chicago Tribune* article, Mrs. Ravitch, in response to questions of whether schools are worse than ever, better than ever, or neither, responded: "Well, they're *different*. I don't think its possible to say that schools are worse than ever because 50 years ago we were educating a minority of children, and now we're trying to education *everybody*. But standards definitely have fallen. The level of literacy and learning has most definitely fallen over the last 15 years".

Mrs. Ravitch complained that students today are permitted to make a great number of curriculum choices because of the low number of required courses. As a result, children from the most advantaged group make *good* choices and end up in advanced classes, but the "overwhelming majority make *poor* choices and end up with a second-rate education".

Mrs. Ravitch also pointed out that the relationship between teachers and parents has changed during the past 40 years. Forty years ago a teacher was viewed as an authority figure rather than

being treated with contempt. Moreover, teachers today are unfairly receiving all the blame for the problems in our schools. A major share of the responsibility should rest with the school administrators who hire the teachers. If teachers are not tested initially and turn out to be incompetent, it is the administrator's fault.

In the *Chicago Tribune* article, Mrs. Ravitch was asked for her prescriptions for an ailing educational system. She responded with the following:

"Every student should have a core curriculum — English-language literacy, literature, history, science, mathematics and the arts. Not that all students have to travel at the same pace; there has to be some recognition of different ability levels. After the core curriculum is in place, if the students want to take vocational studies, that's fine. I just don't think vocational studies should take precedence.

"There are so few kids who really know anything about history, that I've come to what may be the radical view that social studies should be abandoned. When we eliminate the word *history* and call it *social studies*, context disappears, chronology disappears, and foolishness flies in the window. I think social studies is a catch-all for every junky and garbagey course that comes along the dreammaker's pike, whether it's Lifestyles or Values Clarification of How to Be a Good Person. I think schools *should* teach character and citizenship, but they shouldn't have *courses* in character and citizenship.

"I would never hire anyone to teach — even in the elementary school — who has an undergraduate degree in education. They lack a certain body of knowledge. Education is not a discipline in the same way as, say, mathematics, it's basically technique. It's useful to *have* technical skills, but to major in a technical skill is like majoring in typewriting".

Mrs. Ravitch concluded her remarks by reiterating some basic suggestions for improving the quality of education. These suggestions included more homework, more writing assignments, more parental involvement and greater emphasis on discipline at home and in the school.

III. COMPARISON OF RECENT EDUCATION STUDIES

Part 1: Curriculum, School Time, Teachers

Report	Curriculum	Length of School Year, Week, Day	Teachers
A NATION AT RISK (Nat. Comn. on Excellence in Education)	Graduation requirements: 4 yrs. English; 3 yrs. each math, science & social studies; 1/2 yr. computer science. Two yrs. foreign language for college bound. Higher academic standards & more homework.	Longer school yr. (200-220 days), longer school day (7 hrs.)	Increased salaries, use of nonteaching personnel, career ladder, master teacher program and higher educational standards. Eleven month contracts for teachers.
ACTION FOR EXCELLENCE (Task Force on Education for Economic Growth)	Competency in reading, writing & computation. Strengthened curriculum. Elimination of soft courses. Periodic testing of achievement and specific skills. Use of higher quality textbooks & modern technologies (computers, etc.)	Longer school yr. & day if necessary. Summer institutes, after school enrichment programs.	Required performance testing, improved teacher certification, career ladder. better preservice & in-service programs Increased salaries, financial rewards for outstanding performance and new forms of recognition such as scholarships and tributes.
EDUCATING AMERICANS FOR THE 21ST CENTURY (The Nat. Science Bd. Comn. on Pre-college Educ. in Math., Science &	Grades K-6: 60 mins. math daily, 30 mins. science; 7th & 8th: full yr. of math & science. Graduation requirements: 3 yrs. math & science (1 yr. algebra, 1 yr. computer science). Establishment of Mathematics, Science and Technology Council. Formulation of a new set of "basics" emphasizing problem-solving skills. Establish-	Longer school yr. or day if necessary to meet needs for teaching the new "basics".	Upgrading of current teacher skills. Stringent certification standards. Improved teacher training programs. Higher pay for math and science teachers. Excellence rewarded by increased salary and special awards.

Report	Curriculum	Length of School Year, Week, Day	Teachers
Technology)	ment of 1,000 elementary & secondary "magnet" schools.		
HIGH SCHOOL: A REPORT ON SECONDARY EDUCATION IN AMERICA (The Carnegie Foundation for the Advancement of Teaching)	Graduation requirements: 2 yrs. each math, science & English. Mastery of English no. 1 goal. Remainder of core curriculum: arts, civics, history, technology and health. Value of voc. education questioned. Abolishment of student tracking. Completion of 1 semester of work and a Senior Independence Project recommended.	More effective use of time in school rather than lengthening school yr. or day.	Completion of a core of common learning. Last 2 yrs. of college devoted to one major academic subject. Fifth yr. of training suggested. Continuing education policy, career ladder, 25% increase in salary and establishment of Teacher Travel Fund. Additional recognition and rewards including cash awards.
MAKING THE GRADE (The Twentieth Century Fund Task Force on Federal Elementary and Secondary Education)	Development of literacy in the English language most important objective. Proficiency in foreign language encouraged. Emphasis by fed. govt. on basic scientific literacy and advanced training in math & science. Use of bilingual program monies for teaching of English to non-English-speaking children.	No specific recommendations.	Establishment of Masters Teachers Program with the granting of substantial monetary awards to qualifying recipients. Creation of a merit-based personnel system.
A PLACE CALLED SCHOOL (Institute for Development of Educational Activities, Inc.	Preferred student program — 18% literature and language, up to 18% mathematics & science, up to 15% each social studies, arts, vocation, up to 10% phy. ed., 10% individual choice. Abolition of tracking.		Head teachers with doctoral degrees and higher pay.

Part 2: Role of Government, Finance and Miscellaneous Provisions

Report	Role of Government	Finance	Miscellaneous Provisions
NATION AT RISK	Federal — identification of national interest in education, protection of civil rights and collection of data and information. State/local — primary responsibility for financing and governing schools. School boards — hiring of supts. & principals and providing of professional development and support. All levels — support of gifted, handicapped & disadvantaged students.	No specific recommendations.	Parental participation in child's education essential. Responsibility of students for development of self-discipline & dedication.
ACTION FOR EXCELLENCE	Primary focus on state/local government: Responsibility of each governor to participate actively and collaborate with legis. and school boards, creation of task forces on education & economic development. Creation of regional programs for gifted, in-service training and other innovations responsibility of state governments.	"More funds, from all sources, for education — but more money SELECTIVELY INVESTED in efforts that promote quality".	Establishment of "contracts" between parents, students and schools. Better discipline and attendance.
EDUCATING AMERICANS FOR THE 21ST CENTURY	Federal — leadership in setting standards & curriculum, maintaining a mechanism to measure student achievement and progress, establishment of National Education Council by the President.	State and local governments have primary responsibility.	Strong motivation and commitment by parents & students necessary.

Report	Role of Government	Finance	Miscellaneous Provisions
	State — establishment of governor's council. School boards — identification and elimination of discriminatory barriers to equal educational opportunity.		
HIGH SCHOOL: A REPORT ON SECONDARY EDUCATION IN IN AMERICA	Federal — establishment of National Teacher Service, 10 technology centers on college campuses, national film library and responsibility for remedial programs in early grades. State — creation of school-college coordination panels, revision of state education laws, providing of mandates to schools and the easement of control over textbook selection. School board — establishment of teacher travel funds, lectureship programs for nonacademic professionals and partnerships of schools with business and industry.	Federal: funding for disadvantaged, for the technological centers, and the provision of low-interest loans for school building and equipment. State/local — primary responsibility for financing education.	Establishment of parent-teacher-student advisory councils. Public commitment and active parental involvement in all phases of school operations essential.
MAKING THE GRADE	Federal — providing of national leadership, collection of information and measurement of student performance. State/local — major responsibility for providing educational services.	Federal — special programs for poor and handicapped, categorical aid programs, "impact aid" payments, masters teachers program. State/local — primary responsibility for financing elementary and secondary education.	----------
A PLACE CALLED SCHOOL	State — responsibility for holding school districts accountable and articulation of goals. School district — largely self-directing individual schools.	----------	Smaller schools or smaller units within schools. School age — 4 to 16. 16 to 20 yr. old — combined work, study and service.

LRB-83-1181

IV. Wisconsin's Elementary and Secondary Educational System

A. STRUCTURE OF EDUCATION IN WISCONSIN

Unlike schools in some states, Wisconsin schools are very much under local control. The state involvement in regulating such matters as graduation requirements, curriculum and textbook selection are minimal.

Department of Public Instruction

The Wisconsin Constitution (Art. I, Sec. 1) provides for an elected Superintendent of Public Instruction, who is charged with supervising public education as the legislature directs.

The Department of Public Instruction, headed by the superintendent, is charged with providing direction to and supervision of public elementary and secondary education in Wisconsin. This responsibility is implemented through programs and services designed: to provide professional supervision of and consultation to local school districts; to supplement local tax resources with state funds; to aid the handicapped student; to improve, through continuing research and development, curricula, school operations and other services.

Cooperative Educational Service Agencies

The state is divided into 19 Cooperative Educational Service Agencies (CESAs), which were created to provide school districts with special educational services, such as research, data collection, in-service programs and liaison activities between the state and local school districts. The CESAs were created by the 1963 Wisconsin Legislature, effective July 1, 1965, to replace the state's system of county superintendents.

On July 1, 1984, the number of CESAs will be reduced to 12 [1983 Wisconsin Act 27, Section 2042 (4) (a)].

Local School Districts

The state is further divided into 432 school districts. Although education has been clearly established as a function of the state, major responsibility for the organization, operation, control and support of elementary and a secondary public education has been delegated to local districts to be exercised through locally elected school boards. The school board is responsible for the management of the school district, general supervision of the schools, levying the district tax, determining courses of study, and setting rules for the hours of a school day. Although the local school district receives its powers from the state legislature, the district remains the basic instrument of governance over the schools.

State School Aid

State aid to school districts has 2 major purposes. It helps to guarantee that basic educational opportunity is provided to all students regardless of the financial status of the particular district, and it reduces the reliance of local school districts on the local property tax as a source of revenue for educational programs.

Legislative Fiscal Bureau figures indicate that the Legislature appropriated $1.942 billion for distribution as state aid to schools in the 1981-83 biennium. Of that amount, $1.927 billion was provided from the state's general revenues fund and the rest from the state's transportation and common school funds. The $1.927 million for school aid represented approximately 25% of the total state biennial general fund budget. It was the largest single commitment by the Legislature to any governmental program.

The total state school aid appropriated represents approximately 40% of the local school district revenues. In most communities, more than 50% of such revenue is derived from property taxes. In addition, federal funds expended for 1981-82 approximated $116.8 million or about 4.8% of the total school district expenditures.

The following description of recent methods of distributing state school aid was taken from a Legislative Fiscal Bureau paper dated March 7, 1983.

"The State of Wisconsin has distributed aid to local school districts through both a property-based valuation formula and through categorical aid programs since 1949. At that time the distribution of general aids was calculated on the basis of local per pupil property valuation — the forerunner of the current equalization formula. From 1949 throught 1972 school districts with extremely high per pupil property valuations were excluded from the formula, but were granted flat aid payments based upon enrollment. Flat general aid payments were eliminated in 1973. The equalization formula used to distribute general school aids has been computed in its present form since 1973, with the exception that a requirement for the highest valued districts to provide the state 'negative aid' payments was eliminated as a result of a 1976 Supreme Court decision rendering the payments unconstitutional. In most instances, categorical aid is paid on a reimbursement basis and distributed under flat dollar or percentage of expenditures methods".

B. STATE MANDATES

Significant areas in which the State of Wisconsin actually mandates standards via the Wisconsin Statutes or the Wisconsin Administrative Code include the curriculum, compulsory school attendance, teacher licensure and certification, minimum pupil competency programs, length of school year, school district standards, and bilingual-bicultural education requirements. Some of the mandates apply to all public schools, while several apply only to high schools.

Curriculum Requirements

Fundamental courses — All elementary schools must teach: reading, writing, spelling, English grammar and composition, geography, arithmetic, elements of agriculture and conservation of natural resources, history and civil government of the United States and of Wisconsin, citizenship, and other subjects as the school board determines.

It should be noted, however, that no details are specified as to the content of these courses, their scope and length, or the level of achievement required of the students.

Other courses — All schools must teach courses in the following: physical education, prevention of accidents, morals, animal life, fire prevention, dairy products, and citizenship. (Section 118.01).

High schools must teach the following courses: physiology and hygiene, cooperatives and conservation, and family and consumer education. (Section 118.01).

Compulsory School Attendance

In general, all students between the ages of 6 and 18 shall attend school regularly, but a student may attend a vocational school at age 16 or be excused from school attendance at age 16. (Section 118.15).

Teacher Licenses and Certification

Every person seeking to teach in a public school in the state must procure a certificate or license from the Department of Public Instruction. Since the 1972-73 school year, no certificate or license may be issued unless the applicant possesses a bachelor's degree, including such professional training as the department requires. According to the Department of Public Instruction, there is no distinction made between the terms "license" and "certificate". The term "license" is used almost exclusively, as opposed to the term "certificate".

One requirement that a person must meet to be licensed involves completion of an approved program. "'Approved program' means a teacher education program developed and offered by a higher education institution and approved by the state superintendent utilizing the process and criteria described in the administrative code". (Wis Admin. Code Sec. PI 3.01 (3)). The approved program must meet all statutory and administrative code provisions but may exceed these minimums.

The Department of Public Instruction also conducts a site review of each institution at least once every 5 years for the purpose of approving such programs.

In lieu of course work, proficiency examinations may be used by the college or university. Such exams are to be given by the school offering the program, and the credits earned by the examinations are to be included in the official transcripts of credits.

Although there are a number of special licenses granted, the basic license held by most teachers is either the regular license or the life license. As of July 1, 1983, the regular license is issued for a term of 5 years, while the issuance of the life license was discontinued.

Renewal of the regular 5-year license requires the completion of a continuing professional education requirement of 6 semester credits or the equivalent at an accredited college or university. The equivalent, as specified in Wis. Admin. Code Section PI 3.03 (2) (b), consists of acquiring 180 clock hours of preapproved (by the superintendent) professional activities as specified in this section, or by acquiring a combination of credits and preapproved professional activities equalling 6 semester credits.

In addition to the completion of an approved program and institutional endorsement, there are a number of general requirements for a license to teach in Wisconsin' elementary and secondary schools. They include courses in a) exceptional education, b) human relations, and c) reading. (Wis. Stats. Section 118.30 and Wis. Admin. Code Sections PI 3.01, 3.03, 3.05 and 3.07).

Minimum Competency Testing

Any school district may participate in a minimum competency testing program by notifying the state superintendent. A school district which has decided to participate in the program may drop out at any time by notifying the state superintendent.

By July 1, 1985, every participating school district must adopt objective-referenced pupil minimum competency tests consisting of test items which reflect the school district's curriculum and the school district's minimum standards of proficiency in reading, language arts and mathematics. Objective-reference tests are tests which seek to measure student performance with regard to educational objectives rather than, for example, tests which are designed to permit comparisons of pupil performance between school districts or states. The tests may be derived from any of the sources cited in Wisconsin Statutes Section 118.30 (1) (b). The Department of Public Instruction provides technical assistance, at no charge, to school boards which request it.

Beginning with the 1985-86 school year, any participating school board may not administer the objective-referenced, pupil minimum competency test in reading, language arts or mathematics unless approved by the state superintendent.

For the 1985-86, 1986-87 and 1987-88 school years, using the tests approved by the state superintendent, every participating school district shall test all students enrolled in the school district once in grades 1, 2, 3 or 4; once in grades 5, 6, 7 or 8, and once in grades 9 or 10 to assess minimum competency in the three basic subjects areas mentioned above.

The statute section relating to minimum compentency tests expires after June 30, 1988. (Statute Section 118.30).

Length of School Year

The state superintendent may withhold state aid from any school district which does not hold school for at least 180 days. This 180 day requirement may be reduced by the number of days that the superintendent determines that the school was not held or standards were not maintained as the result of a strike by school district employes (Sections 115.01 (10), 121.006).

School District Standards

In order for school districts to receive state aid, the district must meet the following state standards:

Every teacher, supervisor, administrator and professional staff member shall hold a certificate, license or permit to teach.

A planned, continuous in-service program shall be provided.

Remedial reading services for under-achieving students in grades K-3 must be provided.

A 5-year-old kindergarten program shall be operational.

Guidance and counseling services must be provided.

School shall be held and students shall receive actual instruction for at least 180 days, less any days that the superintendent decides that the school was not held or educational standards were not met.

Provision shall be made for emergency nursing services.

Adequate instructional materials, textbooks, and library services shall be provided.

Safe and healthful facilities shall be maintained.

Provision shall be made for instruction in elementary and secondary schools by qualified teachers in health, physical education, art and music. (Section 121.02).

Bilingual-Bicultural Education

It is the policy of this state to provide equal educational opportunities by ensuring that programs are available for limited-English-speaking students. (Section 115.95, Wis. Stats.) To implement this policy, the statute requires a minimal program and an optional expanded program for students in school districts with specified concentrations of limited-English-speaking students in the attendance areas of particular schools.

Included among the specific requirements or provisions of this program are the following:

(1) The state is to reimburse school districts for added costs arising from implementation of these programs.

(2) A limited-English-speaking student is to participate in a bilingual-bicultural education program only until such time as the student is able to perform ordinary classwork in English.

(3) The fundamental courses may be taught in the student's non-English language to support the understanding of concepts, but the overriding objective is to provide a proficiency in the English language so that the student will be able to participate fully in our English-speaking society. (Wisconsin Statutes Sections 115.95-115.996; Wisconsin Administrative Code Chapter PI 13).

V. Wisconsin's Response to the Various Reports

Although conditions in Wisconsin seem somewhat more favorable and encouraging than the task force reports suggest for the entire nation, the state apparently still has problems. Various articles and reports maintain that many Wisconsin schools do not require sufficient mathematics and science courses, many schools have not opted for minimal competency testing, and many high school graduates who enter college often are required to take remedial courses to make up deficiencies in certain academic areas.

On the positive side, it appears that, in general, public schools in Wisconsin have not really failed. Wisconsin students regularly rank very high among the 50 states in levels of achievement.

A. INITIATIVES OF THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

According to State Superintendent Herbert Grover, Wisconsin had begun to address the problems and weaknesses in our schools even before the much publicized report, *A Nation at Risk*, was issued.

In conjunction with American Education Week (November 13-19, 1983), Superintendent Grover issued a statement concerning the condition of Wisconsin's public education. The following

quotation is the Superintendent's summary of what Wisconsin is doing to meet some of the education improvements recommended in the national reports.

".... A preliminary plan has been developed for attracting and retaining competent teachers [see 'Task Force on Teaching and Teacher Education']. A legislative initiative has been drafted for enhancing science and math education in the schools [see 'Legislation']. A comprehensive vocational program for the secondary schools is being put together through a grant from the Parker Foundation in Janesville. Model curricular materials are being developed in essential areas including, for the first time, a classroom computer guide. College preparation recommendations have been developed and regularly sent to eighth grade students and their parents. Competency testing of students is finding instructional weaknesses at a time when remedial steps can still be taken. The list goes on and adds up to a conclusion that programs for improving Wisconsin's public education are at work and are showing results."

Task Force on Teaching and Teacher Education

In November 1982, the Superintendent appointed the Task Force on Teaching and Teacher Education, "representative of Wisconsin citizens and the educational profession, to undertake a thorough review of the status of teaching and teacher education in Wisconsin." Paul Hassett, president of the Wisconsin Association of Manufacturers and Commerce, was appointed chairman and Richard Rossmiller, UW-Madison professor of educational administration, was appointed project director.

The task force issued a preliminary report on October 14, 1983, with the final report scheduled to be released in December.

In his charge, the Superintendent asked the task force to search for answers to questions such as: 1) how can we attract the most talented and dedicated people to the teaching profession?; 2) how can we best utilize the most effective and most skillful teachers that we presently have?; 3) how can we make the field of teaching more attractive so that we can keep our best teachers?; 4) how do we assure quality in teacher education?

In its preliminary report, the task force listed specific recommendations grouped under 4 broad subject headings as summarized below.

1. Recommendations to attract competent individuals to careers in teaching

Place the teaching profession on a level with other professions in regard to salaries, responsibilities and opportunities for advancement.

The Department of Public Instruction should take an active role in recruitment of able high school students.

Increase the entry salary level of teachers to make it more comparable with other professions.

Establish a state-administered, low-interest loan program for potential teachers with a partial forgiveness clause built in providing they teach in Wisconsin.

2. Recommendations to improve the preparation and performance of teachers

Improve relationships and communication between public schools and teacher preparatory institutions.

Increase college academic standards for students preparing for the teaching profession.

Administer minimum competency tests to students applying for admission to teacher education institutions.

Require a minimum of one semester of student teaching.

Require the state superintendent to issue one-year probationary licenses to all beginning teachers, persons beginning their first year of teaching in Wisconsin, and teachers formerly licensed in Wisconsin who do not hold a life license.

Require the state superintendent to establish criteria and procedures for the continuing supervision and assessment of performance of all professional personnel.

3. Recommendations to retain competent teachers

Establish greater opportunities for an extended term of employment for teachers.

Establish a career ladder for Wisconsin teachers consisting of the following four stages: a) probationary teacher, 2) professional teacher, 3) career teacher, and 4) teacher specialist.

Adopt a minimum salary schedule for professional teachers consisting of a beginning salary of $20,000 progressing to a salary of $30,000 within 10 years providing the teacher has received satisfactory assessment reports.

Establish a statewide system of merit pay and performance evaluation .

Urge school districts to construct the school day so that no other activities infringe upon classroom time or scheduled instruction.

4. Other recommendations

The Department of Public Instruction should seek support for experimental and pilot programs to develop and test alternative ways of improving the quality of education.

The State Superintendent of Public Instruction should define and establish appropriate requirements for teaching licenses at the middle/junior high school level.

B. COMMENTS BY GOVERNOR ANTHONY EARL

At the October 1983 Wisconsin Education Association annual meeting in Milwaukee (Governor's press release, October 27, 1983), Governor Anthony S. Earl stated that although our schools have done a fairly good job in the past, improvement is still necessary.

Concerning the state's role in education, he suggested:

(1) Rewriting statutory provisions on the mission of our schools to eliminate needless requirements.

(2) Establishing state graduation guidelines that have relevance to what students really need when they graduate.

(3) Requiring 180 days of face-to-face instruction.

(4) Upgrading the admission requirement and requiring higher grade-point averages of our students in state schools of education.

(5) Considering a number of programs for professional development, such as management institutes for administrators and incentives for teachers to seek certification in key areas like mathematics and science.

Turning to the role of local schools, the Governor recommended that school districts: 1) Develop plans for excellence including everything from curriculum to career ladders to competency testing, 2) Review salary structures and establish career ladders to attract and keep qualified individuals, 3) Adopt a better system of assessing performance of teachers, 4) Require higher graduation standards, and 5) Give more attention to effective management in our schools.

C. LEGISLATION

1983 Legislation

Through November 1983, two bills have been introduced in the 1983 Wisconsin Legislature in response to the various studies on education.

1983 Senate Bill 422, introduced by Senator Paul Offner and others, and cosponsored by Representative Calvin Potter and others on request of the Department of Public Instruction, directs the state superintendent: 1) To award grants to science and mathematics teachers to improve their skills; 2) To award mathematics and science scholarships to qualified individuals; 3) To provide

science and mathematics teaching centers and 4) To make grants to school boards for program development in science and mathematics.

1983 Assembly Bill 808, introduced by Representative Tommy Thompson and others, directs the state superintendent of public instruction to: 1) Make grants to elementary and secondary school teachers of science and mathematics to improve their knowledge and skills in those areas; 2) Make grants to elementary and secondary schools teachers not certified in science and mathematics for a 2-year retraining program in those areas; 3) Award scholarships to individuals interested in teaching elementary or secondary school science or mathematics in this state; and 4) Adopt rules establishing policies and procedures to implement the program.

As of December 1, 1983, Senate Bill 422 was in the Senate Committee on Health, Education, Corrections and Human Services, while Assembly Bill 808 was in the Assembly Committee on Primary and Secondary Education.

Sen. Cullen's Proposals

In "Excellence in Education-1990", a press release issued on November 29, 1983, Senate Majority Leader Timothy Cullen made the following recommendations to improve the educational quality of our public schools.

"Stronger emphasis on basic math and language skills, including foreign language;
Mandatory student competency tests throughout the K-12 system;
Stronger vocational education programs in high school for those 60% who are not going on to college;
Teacher competency testing;
Optional age 55 and out legislation for teachers;
Longer school year;
Parent and guardian workshops to educate them to the serious state of education in the USA vis-a-vis other countries in the world;
Expanded programs of student jobs in business and industry as a requirement for graduation;
A serious look at restructuring the curriculum to eliminate the so-called 'frill courses'; in other words, less bowling and basket weaving and more language and math training;
Higher admission and graduation requirements in the post secondary schools of education;
A fair system of merit pay for teachers and an overall higher level of pay for teachers."

Senator Cullen also made a proposal regarding the disposition of the anticipated surplus in the state treasury that may result from the improved economy. He agreed with Governor Earl that the first priority should be to reduce the income tax surcharge in the second year of the 1983-85 biennium. The second priority should be "....that any additional revenues, and it may be between $100-$300 million, be committed to an 'Excellence in Education-1990 Fund' to be allocated in 1985, or sooner, based on the recommendations the Legislature will have before it. These dollars will insure that the property taxpayers will not bear an unfair share of the cost of the improvements I have outlined."

D. MISCELLANEOUS COMMENTS AND REPORTS

Joint Council on College Preparation

In October 1982, University of Wisconsin President Robert O'Neil and Superintendent of Public Instruction Herbert Grover appointed the Joint Council on College Preparation to assist college-bound secondary school students in Wisconsin. The council included representatives of the University of Wisconsin and of elementary and secondary schools. The report of the council, issued

in February 1983 and titled "Preparation for College", is a statment of recommended competencies designed to help young people do better in their high school programs as they prepare for college.

The statement is divided into two major sections. The first section lists general competencies that are essential to all areas of study; the second part describes in more detail the specific skills that students should acquire in major subject areas.

Concerning general competencies, the council recommended that the entering college student have special abilities in the following broad areas: 1) reading, 2) writing, 3) speaking and listening, 4) quantitative and spatial concepts, 5) reasoning and investigation, 6) organizing study and research, and 7) computers.

Concerning specific courses of study, the council recommended the following: 1) 4 years of English, 2) 3 years of mathematics, 3) 3 years of science, 4) 3 years of social studies, and 5) 2 years of a foreign language. Under each broad subject area listed above, the council listed specific abilities that should be acquired and courses that should be taken.

The council requested that a condensed version of its statement be sent to parents of all 8th grade students in the state.

Conference on Perspectives on Elementary Education for a New Era

The future of elementary education was debated by about 40 education leaders who met at the Wingspread Conference Center in Racine, Wisconsin on September 19-21, 1983. Jointly sponsored by the National Association of Elementary School Principals, the Carnegie Foundation for the Advancement of Teaching, the United States Department of Education and the Johnson Foundation, the conferees represented teachers, principals, superintendents, higher education business and the public.

Although little of the national attention given education recently has been directed to elementary schools, the participants at this meeting stated that there cannot be excellence in high schools without excellence in the elementary schools.

Tom Tomlinson, director of research for the National Commission on Excellence in Education study and a member of this conference, stated that "In the past 25 years, much time, research and money have gone into elementary education, with discernable results.... The commissioners were concerned about the 'loss of tone' in high schools and colleges". Another conference participant, Ernest Boyer, president of the Carnegie Foundation for the Advancement of Teaching, said that he looked at high schools because they are "the sickest". Mr. Boyer also stated that high schools can ".... be no stronger than the elementary schools which build their foundation".

A few additional remarks made by the conferees as reported in a *Milwaukee Journal* article include the following: 1) Elementary schools as well as secondary schools are being pressured into teaching so many nonbasic courses that instruction of the basic courses is suffering; 2) Much of the time spent in the classroom is spent on nonessential tasks; 3) A serious weakness is apparent in the teaching of English and reading at the elementary level; 4) Foreign languages should be taught in the elementary school; 5) Teachers need better preparation and higher pay; and 6) Parental involvement in the schools should be encourgaged.

University of Wisconsin Task Force on Teacher Education

A University of Wisconsin teacher-education study committee, headed by Joseph F. Kauffman, former University of Wisconsin executive vice president, was appointed by University of Wisconsin President Robert O'Neil on November 10, 1983 to take a close look at teacher education programs and policies.

The 13-member task force was created in response to "the budget pinch and recent national reports on the quality of teaching".

The purpose of the task force, according to President O'Neil, "is to define the role and responsibilities of the institutions of the UW System in preparing educators for the State of Wisconsin and to provide information, analyses, and recommendations for fulfilling those responsibilities".

President O'Neil said he also expected the task force to do the following:

"Examine the appropriate role of the university in preparing educational professionals and the essential components of quality programs to prepare educators.

Consider UW System responsibility for continuing education for teachers and school administrators.

Recommend how the university might develop stronger partnerships with the elementary and secondary schools.

Examine current teacher education programs and their relationship to the needs of schools and other education agencies in Wisconsin.

Recommend incentives to attract gifted young persons into teaching careers."

The UW System president expects a preliminary progress report from the task force by May 1, 1984, and a final report no later than November 1, 1984.

VI. Conclusion

A. THE STUDIES

During the past year a flurry of reports on educational reform has been released. The purpose of the study groups and their resultant reports was to examine our educational system and to recommend improvements if improvement were deemed necessary.

Most of the study groups came to the same general conclusion that the nation's schools are on a road to mediocrity and do need improvement. Major areas of concerns that were addressed by almost all of the study groups and resulted in recommendations included the following: 1) changing the school curriculum; 2) lengthening the school year or school day; 3) improving teaching and/or teachers; and 4) determining what level of government is most appropriate to make and finance the changes recommended.

In the area of curriculum change, nearly all the reports called for strengthening the curriculum and emphasis on a "core curriculum". *A Nation at Risk*, for example, called for establishment of "five new basics" (4 years of English; 3 years of math, science and social studies; 1/2 year of computer science). The other reports stressed similar ideas but differed in emphasis on what subjects were most critical.

In the area of lengthening the time spent in school, *A Nation at Risk*, *Action for Excellence* and *Educating Americans for the 21st Century* all called for extensions of both the school year and school day. *A Nation at Risk* specified 200-220 days and a 7-hour school day, whereas the other two reports recommended that the school year and day be extended as is necessary. *High School: A Report on Secondary Education in America* suggested better use of the time spent in school, and *Making the Grade* was silent on the issue.

Upon considering the improvement of teachers or teaching, most reports recommended increasing the pay of teachers, establishing a career ladder for teachers that recognized and rewarded competency, improving teacher standards, and providing for improved teacher training programs. *Making the Grade* offered a novel approach by suggesting creation of a national Master Teachers Program in which the best teachers from each state — one from each congressional district — would be designated master teachers and would be awarded 5-year grants.

Looking at the role of government, the reports differed somewhat in their emphasis. *A Nation at Risk* affirmed that state and local governments are responsible for governing schools. *Action for*

Excellence promoted state and local government responsibility along with public and private sector partnerships. *Making the Grade* emphasized national leadership, whereas *High School: A Report on Secondary Education in America*, advocated a sharing of responsibility for educational programming by federal, state and local governments.

On financing education in America, most reports acknowledged that additional funding would be necessary to meet the needs of improving our schools. *A Nation at Risk* did not consider any specific financial recommendations. *Making the Grade* and *High School: A Report of Secondary Education in America* emphasized federal funding for special programming but suggested that state and local governments have the primary financial responsibility for education.

B. WISCONSIN

Wisconsin Superintendent of Public Instruction Herbert Grover has called the common schools "the primary institutions of the land. Society will rise and fall on the quality of K-12". How well are we doing in Wisconsin to live up to an acceptable level of educational quality? ...."Wisconsin public schools are doing a fairly good job but they have strayed from providing critical basic skills. The blame has to be shared by the state".

Although elementary and secondary education in Wisconsin is primarily the responsibility of local school districts, the state has taken some initiatives to improve educational quality.

One thrust toward educational improvement has focused on the teachers. The Legislature, at the Department of Public Instruction's request, discontinued lifetime licenses for teachers. In its preliminary report, the State Superintendent's task force on teaching and teacher education has recommended various proposals for attracting and retaining teachers. A task force has been appointed by the President of the University of Wisconsin to examine teacher education programs and policies at the institutions in the university system. A progress report is expected in May 1984. Governor Earl has recommended upgrading the admission requirements at our state schools of education.

Another thrust is directed at the curriculum and the students. In 1981, the Legislature adopted an optional minimal competency program. Two bills are before the 1983 Legislature which would enhance science and mathematics education in Wisconsin schools. The Governor has recommended a tougher curriculum and graduation guidelines relevant to the needs of students after graduation.

No comprehensive study of educational problems in the state has been instituted in since the various national proposals have been issued. The last major study made of the educational system in Wisconsin was the report of the Governor's Commission on Education in 1970 ("A Forward Look", Final Report of the Governor's Commission on Education, November 1970). That study, however, dealt primarily with educational structure in the state and school financing, but with some attention to teacher education. It did not study curriculum content.

RECENT LEGISLATIVE REFERENCE BUREAU PUBLICATIONS

Many of the titles are still available for distribution.

Research Bulletins

RB-76-1 The Powers of the Wisconsin Supreme Court. January 1976
RB-77-1 "Sunset" Legislation. January 1977
RB-78-2 Product Liability. September 1978
RB-78-3 Legislation "Show and Tell": The Enactment of 1977 AB-351. December 1978
RB-78-4 Authority and Functions of the Wisconsin Legislature. December 1978.
RB-80-1 The Removal of State Public Officials from Office. January 1980.
RB-80-2 The Taxation and Financing of Transportation in Wisconsin. January 1980.
RB-80-3 Bills Enacted in the 1979 Wisconsin Legislature Through July 1980. Chapters 1 to 362, Laws of 1979. August 1980.
RB-82-1 Summary of the 1981 Wisconsin Legislative Session Chapters 1 to 394, Laws of 1981. June 1982

Informational Bulletins

IB-76-2 Verbatim Recording of Legislative Proceedings. March 1976
IB-76-4 Initiative and Referendum: Its Status in Wisconsin and Experiences In Selected States. August 1976
IB-76-5 The Legislative Response to Divorce: A Survey of No-Fault Divorce May 1976
IB-76-6 No-Fault Auto Insurance: A Controversial Experience. June 1976
IB-76-7 Buckley v. Valeo and Wisconsin's Campaign Finance Law. June 1976
IB-76-10 The Use Of The Executive Order By Wisconsin Governors. December 1976
IB-77-1 Noise and Its Control. August 1977
IB-77-2 State Lottery Update. September 1977
IB-77-3 Regulation of Eyeglass Advertising. September 1977
IB-77-4 Educational Accountability: The Issue of Competency-Based Education. October 1977
IB-78-2 Gubernatorial Succession in Wisconsin and the Other States. January 1978
IB-78-3 The Regulation of Recombinant DNA Research. April 1978.
IB-78-4 A Thumbnail History of Wisconsin Veterans' Legislation. July 1978
IB-78-6 The Documents of the Legislative Process. December 1978
IB-79-1 Public Service Commissions Today. January 1979.
IB-79-3 Gasohol: State Incentives. October 1979.
IB-80-1 Economic Impact Statements. January 1980.
IB-80-2 Reapportionment in the 1980s: A Summary of Recent U.S. Supreme Court Decisions. January 1980.
IB-80-4 Wisconsin's Outlook on Energy. September 1980.
IB-80-5 The Recent History and Current Status of Abortion Law. September 1980.
IB-81-1 Constitutional Amendments Given "First Consideration" Approval by the 1979 Wisconsin Legislature. February 1981.
IB-81-2 Guidelines for Establishing Municipal Wards Following the 1980 Census of Population. March 1981.
IB-81-3 Gun Control: A Look at the Various State and Federal Laws. May 1981.
IB-81-4 Wisconsin Legislative Innovations. September 1981.
IB-81-5 Drug Paraphernalia: State Laws and the Courts. December 1981.
IB-82-1 State Tax Laws: Major New Taxes and Rate Changes Enacted By The 1947—1981 Wisconsin Legislatures. January 1982.
IB-82-2 Not Guilty by Reason of Insanity State Legislative Alternatives. September 1982.
IB-82-3 1983 Legislative Session: Fiscal Estimate Manual. November 1982.
IB-82-4 How Can the L.R.B. Help You? December 1982.
IB-83-1 Blueprints for Educational Reform. December 1983.